

# 1. Executive Summary

## **Introduction**

This report provides results from a study undertaken by Aarluk Consulting Inc. to evaluate the campus-based and community-based Nunavut Teacher Education Program (NTEP/CTEP). This evaluation was conducted for Nunavut Arctic College (NAC).

## **Evaluation Profile**

The evaluation research was overseen by a Steering Committee consisting of representatives of the Nunavut Department of Education, Nunavut Arctic College and Nunavut Tunngavik Inc. This study was primarily qualitative in nature with research activities that included a literature and file review; interviews in English and Inuktitut with thirty one key respondents including Government of Nunavut (GN) officials, NTEP and NAC staff, students, union officials and Inuit organizations involved in the program; surveys of school principals (13 of 42 responded) and five focus group with DEA chairs (24 respondents), and regional school operations staff (5 respondents). Focus groups with a panel of experts chosen by the Steering Committee and students had been planned, but did not happen due to conflicting schedules. However, 5 of the 6 members of the panel of experts were interviewed individually.

Limitations on the research included the fact that the number of students surveyed was statistically too small to make generalizations about student perspectives in general, 3 Nunavut respondents were unavailable during the scheduled interviewing period and that there was little historical data on the results and impacts of the program making it difficult to provide trend analysis of NTEP performance indicators.

## **The Nunavut Teacher Education Program**

The Nunavut Teacher Education Program began in 1979 as the Eastern Arctic Teacher Education Program (EATEP). An affiliation was established with McGill University soon after (in 1981). This association, during its early years, was supported by a major grant from the Donner Canadian Foundation. The program was initially a two-year teacher education program culminating in the Certificate in Native and Northern Education from McGill University and certification to teach in the NWT. Teacher training courses were available to full-time trainees through an institutional program based in Iqaluit, and to part-time trainees who were employed in schools as teacher assistants through courses offered in the field in many eastern Arctic communities.

In 1985, the Eastern Arctic Teacher Education Program became a part of the newly established Arctic College. During the next year, the program was expanded to include a Bachelor of Education degree, adding another 30 credits to the program. A fourth year was added in 1994 increasing total credits required to 120. NTEP was expanded during this period in part to provide a more comprehensive training program equivalent to other teacher education programs.

The Nunavut Teacher Education Program currently offers a campus-based program and community-based program (CTEP), which prepares Inuit to become classroom teachers for elementary schools in Nunavut. The programs are offered at the Nunatta Campus of Nunavut Arctic College in Iqaluit and various communities throughout Nunavut. The program offered at the main campus in Iqaluit is a full-time continuous program. The locations of the community programs vary – these are selected in order to meet the goal of having at least one program ongoing in any year in each of the three regions of Nunavut. All programs are delivered in modules during three semesters (fall, winter and summer) and include a practicum in each year except the fourth Bachelor of Education year.

Currently, the College offers two basic teacher training programs:

- a) Three-year Nunavut Arctic College Teaching Diploma (90 credits) which includes the McGill University Certificate in Education of Inuit and First Nations (60 credits); and
- b) Four-year Bachelor of Education Degree (120 credits).

Since it started, NTEP has produced 224 Inuit graduates of the Diploma program with 124 moving on to graduate from the Bachelor of Education program. It must be noted that graduates from the Bachelor of Education program first receive their Diploma; therefore the number of Inuit with teaching credentials can be assumed to be approximately 224. For the 2004-2005 year, 86 students in total were enrolled. Of these 42 were in the Iqaluit campus-based program and 44 in the four community-based programs. On average, approximately 52 per cent of students (199 of a total of 375) were enrolled at the Iqaluit main campus between 2001 and 2005. The number of female students far exceeds the number of male students. Female students made up 83 to 88 per cent of the student population between 2001 and 2005.

Drop out rates for the 2001-2004 years were 6, 9 and 11 per cent respectively with an average of 9 per cent. These levels are notably lower than the levels in the mid-1990s when NTEP drop out rates reached between 20-30 per cent.

NTEP has worked in association with McGill University since 1981. Liaisons between Nunavut Arctic College and McGill University are generally through the NTEP Principal and the Office of First Nations and Inuit Education (OFNIE) in the Faculty of Education at McGill University. OFNIE provides general administrative and registration support to NTEP such as record keeping and assistance in finding instructors. OFNIE gives official accreditation to its programs, but does not provide program delivery services.

The specific roles and responsibilities of both NAC and McGill University are outlined in a formal agreement between the college and the university. The present agreement term is for 3 years beginning on September 1, 2004 and ending on June 30, 2007. For the current year, under the present agreement, Nunavut Arctic College pays \$150,000 to McGill University for its services.

NTEP presently has a full-time staff of seven all working at the main campus in Iqaluit. These include a principal, a community coordinator (working for the Department of Education at the time this review was undertaken), and five instructors (one Inuk and four non-Inuit). In the 2003-2004 year, all NTEP programs received a total of approximately \$2,263,000 in funding. Approximately \$686,000 of this came in the form of base funding from the Nunavut Arctic College budget specifically for the campus-based program. However, there is no base funding for the community-based program (CTEP). Since 2003-2004, approximately \$1,879,000 of the total NTEP budget has come directly from the Government of Nunavut Department of Education, specifically for CTEP.

A cost-per-student calculation can be made for NTEP using data collected from NAC and McGill sources. The annual costs per student for the entire NTEP (campus and community based) have been rising. Costs between 2001 and 2004 were \$18,678, \$22,698 and \$24,073 per student respectively, with an average for those years of \$21,216 per student enrolled. Costs per student now are actually lower than they were almost ten years ago. The above average cost per student (\$21,216) compares to \$29,101 for TEP in 1997. Little data are available to explain why this change in cost per student has occurred. Also, given the limitations of available data, accurate comparisons of costs per student between CTEP and NTEP are not possible. Funds are fluid between the two programs during some periods and there have been funds carried forward between years.

### **Overview of Other Indigenous Teacher Education Programs**

As part of this evaluation, a summary was compiled of noteworthy indigenous education programs in Canada and abroad in order to provide potentially useful models for NTEP to consider. Seven such programs were detailed from Canada (2), Alaska (1), New Zealand (2), Hawaii (1) and Norway (1).

The Kativik School Board of Nunavik and the First Nations University in Saskatchewan were the two Canadian examples provided. The Kativik model was noteworthy because it was a fully community-based program offered in a region with very similar circumstances to Nunavut. The Kativik program is delivered by Inuit educators and is classroom-based since all student teachers continue to work while in the program. The First Nations University is a post-secondary institution that has made the transition from a college structure to that of a more autonomous university. The University of Alaska Fairbanks has a well-developed teacher education program which provides a full-time internship in the final year of the studies. The program also has integrated its content well with research initiatives at the University and built an extensive rural component.

The Sámi University College in Norway has attributes relevant to NTEP since it is a fully Sámi institution in which the principal language of instruction is the Sámi language and all staff are Sámi. Two programs are summarized from New Zealand - Te Wānanga-o-Raukawa and Te Whare Wananga o Awanuiarangi. These post-secondary institutions are unique educational institutions with administration, structure and content all controlled by Māori and based on the Māori language and culture. The Sámi and Māori examples have extensive Internet-based delivery systems that allow for distance education to be fully integrated within their programs. Also interesting is the fact that all international examples offer accreditation that is recognized nationally.

## **Evaluation Findings**

The evaluation findings for 26 questions covering four areas are summarized below.

### *Rationale and Relevance*

- A large majority of respondents agreed that NTEP remains relevant, however many believed that a number of areas demand serious and immediate attention, including program content and communications with stakeholders; and
- A slight majority of respondents stated that even though more NTEP courses are now taught in Inuktitut, little Inuit culture has been incorporated into the structure and delivery methods of the program.

### *Design and Delivery*

- NTEP has a long history. However, current program goals and objectives have been communicated poorly and should be reviewed;
- NTEP has been consistently producing graduates; however concerns exist regarding whether funds provided are being used optimally since in some years CTEP specific funds have lapsed. If NTEP is to expand into training for the middle and high school years, significant additional resources will be necessary;
- There is little communication between NTEP staff and DOE staff on use of current curriculum and approaches designated by DOE;
- There is consensus that there should be more practicum time at all stages of the program, especially for the fourth year B.Ed.; and
- Stronger partnerships should be developed between NTEP and all stakeholders, especially the DOE curriculum unit and schools.

### *Effectiveness and Efficiency*

- Accessibility issues exist relating to the challenges for some potential students to relocate to Iqaluit and the low academic levels of some students entering the program;
- NTEP has partially fulfilled some goals of the 1997 GNWT goals such as producing graduates, (e.g. it has produced 224 Diploma graduates), however

many other goals remain unattained, including achieving the 1997 objective of having 317 Inuit teachers working in the system by 2005;

- There is a consensus that there should be more Inuit instructors and that current instructors should be given more chances for collaboration, research and professional development. However, personality conflicts within NTEP have adversely affected past attempts to bring in more Inuit instructors;
- A large majority of respondents stated that NTEP should communicate more with the communities and DEA on a regular basis;
- A majority of respondents stated that while some course content is adequate, there is a need to renew content in general;
- A slight majority of respondents stated that the community-based program is essential and in some cases a preferable model to the campus-based program. Quality assurance of the program, however, was a major concern;
- There is consensus that the relationship with McGill University is too expensive and provides too little in return. A majority of respondents suggested that NTEP should look to renegotiate its agreement with McGill or find another university partner. In some cases, NTEP is not receiving the services from McGill agreed to in the present Agreement;
- There is a general perception among NTEP staff that the campus-based program is working well with the resources it is given, however it was believed that long-term plans are lacking, leading many to suggest options for new delivery models. All respondents agreed that the steering committee should be re-established;
- When compared to data on per-student costs from eight years ago, current NTEP programming is more cost efficient; and
- There is consensus that NTEP structure and delivery has changed little for a number of years. Few respondents, however, had comments on the effectiveness of the program compared to earlier years.

#### *Future Directions*

- There is currently no formal communications strategy at either NTEP or NAC and there is consensus that one should be developed;
- A majority of respondents believe that expanding into the junior and senior levels is important, however many stated that NTEP should concentrate on the elementary level first. If NTEP were to expand, it would need considerably more resources;
- Respondents who provided suggestions for future directions stated that for program expansion into the high school level, a targeted approach with a small number of students would work best; and
- These respondents also stated that the community-based program should be redesigned to allow more communities to have access to the program.

#### **Conclusions**

NTEP has had a long history, producing 224 Diploma graduates as of this year. Inuit teachers can now be found in most schools of Nunavut. However, there remains much work to be done if Inuktitut is to become the principal language of instruction in all Nunavut schools. NTEP has a strong role to play in continuing to train qualified Inuit teachers. There is a strong consensus from stakeholders that the program remains relevant and should be significantly enhanced if the goals of graduating a large number of K-12 Inuit teachers and building program content and structure around Inuit culture are to be reached within the present generation.

There is consensus that there should be more practicum time at all stages of the program, especially for the fourth year B.Ed., and that allowing campus-based students to have some practicum time in their home communities is of great value. There was also consensus that even though NTEP has more courses taught in Inuktitut, little program content, structure and delivery methods are based on Inuit culture. As a result, a majority of respondents stated that course content is in need of renewal. A majority also stated that the community-based program is essential, should be expanded and that maintaining quality of instruction in the program is an on-going concern.

## **Recommendations**

Based on the review and analysis of all data, the following recommendations to NTEP are made (recommendations are not in order of priority):

1. **NTEP should integrate both the campus and community programs into one seamless program.** This administrative change will allow for easier long-term planning, sharing of instructors between Iqaluit and other communities, pooling of funds, the development of new delivery models to increase practicum time for both programs and consistent content based on Inuit culture and language. The option for a NAC foundation year would also be part of this integration of content and delivery. The establishment of formal student and staff exchanges with regional and international teacher education institutions would also occur through this process.
2. **NTEP policies and procedures should be clarified and include the development of a formal communications policy and professional development policy.** This process would include measures to clarify both internal and external procedures for reporting and communications, management protocols and administrative policies. They should be developed in conjunction with the larger review process of Nunavut Arctic College and be consistent with broader Nunavut Arctic College policy and Department of Education directives.
3. **The NTEP Steering Committee should be re-established as a Nunavut Arctic College program advisory committee.** This committee would have clear terms of reference with its costs spread across all stakeholders involved. Committee members would be made up of representatives from: Department of Education, Nunavut Arctic College, NTEP staff, regional school

operations, DEAs, principals; unions; university partner; Inuit organizations; and students. The proposed communications strategy would also be designed and implemented in conjunction with this committee.

4. **A formal plan should be created for the recruitment, training and retention of full-time Inuit instructors.** Specific targets should be set within this plan that conform to Article 23 requirements, e.g. that all NTEP instructors will be Inuit by 2010. Adequate, multi-year funds should be devoted to the implementation of this plan. This plan would also allow for greater incorporation of Inuktitut and Inuit Qaujimajatuqangit, and create a critical mass of Inuit instructors able to work collaboratively on curriculum and teaching materials projects. The implementation of this plan would be closely related to the content recommendations stated in recommendation 7 and rely on partnerships between Nunavut Arctic College, Inuit organizations and the Department of Education.
5. **NTEP should be expanded to allow for access to the program by greater numbers of communities and students.** Increased numbers of new students as well as existing teachers that have yet to graduate should be encouraged to enrol so that NTEP can support NLCA Article 23 goals. Options to increase accessibility include the hiring of full-time community-instructors and pedagogical coordinators to act as support for students and cooperating teachers and allowing for campus based instructors to teach in the communities as well. Distance learning technologies should also be used to reduce the effects of barriers such as a lack of available housing and challenges associated with relocating to a new community. This increase in accessibility would rely on a significant infusion of new base funding to the program and restructuring of present funding allocations.
6. **A formal long-term plan should be developed within a year of publication of this report, and all NTEP stakeholders should be involved in the development of the plan.** This plan would include reviewing and establishing long-term goals and objectives and performance indicators. A key objective of this long-term plan would be to significantly increase the number of K-12 Inuit teacher graduates. The development of these long-term plans should correspond with the re-establishment of the NTEP program advisory committee. One recommended step to aid in the development of such a plan would be a symposium similar to the Teacher Education Symposium held at Arctic College in 1994.
7. **NTEP program content, delivery structure and pedagogy should be redesigned to be more fully based on Inuit culture and language; this should be achieved through the establishment of a curriculum development committee under the leadership of a full-time coordinator.** Through this process, which would coincide with the development of the long-term plan proposed above, a curriculum development committee would

be established to review all current NTEP programming and to develop revisions so that content and structures are more substantially based on Inuit language and culture. Potential members of this committee would include experienced Inuit educators, Inuit policy makers, elders and youth. Any renewal of NTEP content and delivery structure should also conform to requirements under Articles 23 and 32 of the NLCA, and conform to Nunavut Arctic College policy, DOE curriculum standards and principles of Inuit Qaujimajatuqangit. The curriculum development committee would report to the Nunavut Arctic College Board of Governors.

8. **NTEP data should be more consistently collected and compiled at one NAC administrative site.** Record keeping standards should be established to simplify and consolidate data collection and storage at a single point at Nunavut Arctic College. This would allow for easier access to records by students and staff and compilation of existing and future long-term performance data.
9. **NTEP should re-examine its university partnership and establish clear conditions for future agreements.** Conditions for any new university partnership should include: greater flexibility for NTEP content and structure to reflect Inuit culture and language; cost-efficiency; implementation of programs for middle and high school level teachers; as well as a graduate level program and increased services to be provided by the partner university. If the current agreement can not be renegotiated to accommodate these conditions, a new university partner should be sought through a tender process, beginning with requests for expression of interest.